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ABSTRACT

Australia is a country of fewer than 18 million people and yet, unlike some overseas systems serving larger populations, there are no nationwide teacher registration standards for those preparing to teach in government or nongovernment schools. Each school system supports its own bureaucracy for teacher employment. In the case of employment in government schools, each state or territory is responsible for setting its own minimum qualifications for employment. The qualifications established by each school system, or individual school in the case of some nongovernment schools, may be waived in times of teacher shortage or convenience. These procedures make teacher mobility between states and territories almost impossible for Australian qualified teachers. It is ironic that teachers who qualified overseas must have their qualifications recognized by a national organization to teach in Australia. Similarly, there is no Australia-wide accreditation of teacher education courses which would provide a measure of quality control for an often skeptical public. Finally, there are no standards for the registration of teacher educators. This paper addresses these issues drawing on the recent experience of several overseas countries including Canada, England, New Zealand, Scotland, and the United States of America. (Contains 31 references.) (Author)

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TEACHER REGISTRATION AND ACCREDITATION OF TEACHER EDUCATION PROGRAMS: CRUCIAL ISSUES FOR THE PROFESSION AND AUSTRALIA

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Christine E Deer, Robert J Meyenn, Allan Taylor and Don Williams

ABSTRACT

Australia is a country with fewer than 18 million people and yet, unlike some overseas systems serving larger populations, there are no nation-wide teacher registration standards for those preparing to teach in government or non-government schools. Each school system supports its own bureaucracy for teacher employment. In the case of employment in government schools, each state or territory is responsible for setting its own minimum qualifications for employment. The qualifications established by each school system, or individual school in the case of some non-government schools, may be waived in times of teacher shortage or convenience. These procedures make teacher mobility between states and territories almost impossible for Australian qualified teachers. It is ironic that teachers who qualified overseas must have their qualifications recognised by a national organisation to teach in Australia. Similarly, there is no Australia-wide accreditation of teacher education courses which would provide a measure of quality control for an often sceptical public. Finally, there are no standards for the registration of teacher educators. This paper addresses these issues drawing on the recent experience of several overseas countries including Canada, England, New Zealand, Scotland and the United States of America.

1. INTRODUCTION

The relationship between the political processes of the state, the economy and the various levels of the education system are undoubtedly complex. The complexity of this relationship has intensified over the past decade during which considerable changes have been made to the provision of education throughout the western world. These changes, driven by forces of economic rationalism and corporate managerialism, have seen increased emphasis placed on its economic utility (Meyenn & Parker, 1991 & 1992; Marginson, 1993; & Meyenn, 1995).

Education is seen by all governments of all persuasions in all countries as an ecomomic imperative because an educated workforce is crucial to the economic development, health and prosperity of that country. Increasingly, education is

being commodified, that is viewed as an economic good with less and less emphasis being placed on it as a social good, as an instrument of social cohesion.

It is helpful to consider each component: employment, education and training as a set, or domain, which intersects and interacts with the other two. Thus when we examine the recent changes that have occurred in each domain we can see that they immediately affect and act upon the other two domains. Employment became the site for major initiatives in micro-economic reform in Australia from the mid-1980s.

Accountability and structural efficiency go hand in hand. Both lie at the heart of policy changes, in relation to education, by federal and state governments. The emphasis on all levels is subject to what Yeatman (1991) has called 'metapolicy' status. In other words, the overarching discourses of economic rationalism with their emphases upon economic policies, human capital and commodity production are now driving debates about the conduct of education. As Marginson (1993 p.56) puts it

> *Education is now seen as a branch of economic policy rather than a mix of social, economic and cultural policy.*

Increasingly governments and other funding bodies are demanding accountability. They are demanding an increasing say in how the billions of dollars are allocated to education are being spent and more than this, they are wanting assurances that they are getting value for their money.

Teacher education has not escaped from these government pressures. We have been subjected to repeated enquiries which, on the whole, are not complimentary towards the teacher education sector. Gore (1995) in her paper *Emerging Issues in Teacher Education* prepared for the Innovative Links Project, a Consortium of 14 universities, summarises the situation extremely well. Recent moves such as the establishment of the Australian Teaching Council and the establishment of the 'Chalk Circle' are attempts by government to have more influence over teacher education programs.

There is a general impression that teacher education is not keeping up-to-date with the changes in the education system. In some cases, it is even argued that teacher educators are ignoring these changes. Pressure has been exerted in the last five or six years in a way rarely experienced before. The federal government talks regularly about renewal of teacher education faculties and has suggested schemes to get teacher educators back into the classroom so that they can become more relevant.

It is essential that we in Australia address this issue seriously and as a matter of urgency. We need to make moves towards a system of self-regulation for teacher education before it is forced on the teacher education world. The experience from other countries is indeed illuminating.

The hallmark of any profession is its ability to be self regulating, particularly with respect to the admission of members of the profession. This process is clearly the case in the traditionally university-prepared professions of medicine, dentistry, veterinary science, law, engineering and accounting. But what happens in teaching? Who sets the standards for entry into the teaching profession:

* politicians through legislation?
* teacher employers through recruitment policy and practices?
* teacher educators through course provisions?
* the teaching profession through self-regulation?
* the parents/pupils by *"voting with their feet"*?

The international research, collectively undertaken by the authors, has found established examples of each ranging from rigorous formal qualifications to minimalist standards based on free market availability. Goodlad (1990) and Wise (1995) clearly establish a link between teacher registration (licensure) and quality assurance for the teaching profession.

> *A major determinant of teacher quality is the standard of recruitment practice at the time of employment. This raises the issue of teacher registration which is becoming a significant contentious issue in Australia. Concerns have been expressed (Williams, (1994) about problems created by the lack of national registration standards in Australia. The recently formed Australian Teaching Council (ATC) is calling for national registration. National registration of teachers has the strong support of the teacher unions, the Australian Council of Deans or Education (ACDE) and the NSW Teacher Education Council (NSWTEC).*
>
> *However, national registration is seen by state authorities as loss of State control over recruitment standards and practices. State systems have agreed on the principle of mutual recognition of recruitment standards. Critics suggest that this approach sets the national standard to the lowest common dominator. In practical terms, the real minimum standard may be lower, for without a system of teacher registration, independent non-government schools are free to recruit teachers against their own standards.*
>
> *Some politicians strongly argue that this free market approach should prevail in the State systems as well, and the recruitment following open advertisement will establish a floating standard for entry to the teaching profession.* (Williams, Deer, Meyenn and Taylor, 1995, p.8).

More recently, these thoughts have been echoed by Ingvarson (1995, p.9), strong advocate for Australian teachers to become part of a self-regulating profession. Ingvarson expresses concern that the *New Standards Council of Victoria* may recommend giving school principals the authority to determine recruitment standards - *"Professional standards, by definition, cannot be specific to each employer" ... "Employers should not have control over entry standards"*. The point is reinforced when comparison with the health profession is made. Ingvarson argues that it would be intolerable if standards for

entry to medicine or nursing were left to individual hospitals and nursing homes.

This vexed question of *"teacher registration or licensure to teach?"* is shared with our international educational communities. It is important therefore, to bring to the debate an international perspective.

Despite huge variations in populations, Australia (18 million) is not unlike the United States (260 million) and Canada (27 million) where education is a state/province/territory responsibility but where the federal government and national organisations also take an interest in a range of educational matters. Most US states have established minimum standards for entry to teaching profession. However, the variability of standards has become a major concern and there is now a strong push from teacher unions, professional associations, and many school districts for national standards to be accepted. The debate has focussed on the basis of registration. Should teacher registration be based on :

* accredited institutions?
* accredited faculties?
* accredited courses?
* membership of particular professional associations?
* individual assessment of minimum attributes expected of beginning teachers?

In England (48 million), by way of contrast, the Secretary of State through the Department for Education confers Qualified Teacher Status (QTS) - a form of licensure that applies across all of England's Local Education Authorities and private school systems. A different situation exists in Scotland (6 million) where the professionally based General Teaching Council (GTC) registers all teachers for the country.

Our near neighbour, New Zealand (3.5 million), has established a national Teacher Registration Board with the responsibility to maintain a register of teachers, to issue teaching licences, and to inform school Boards of Trustees of the names of deregistered teachers.

This paper now discusses the procedures operating in each of the following countries:

* England
* Scotland
* United States of America
* Canada
* New Zealand

It concludes by discussing the implications of this overseas experience for Australia including recent developments of the Australian Teaching Council.

1. ENGLAND

(i) TEACHER REGISTRATION

The focus in this section of the paper is on England to avoid having to deal with any variations that apply in Wales and Northern Ireland. The basic issues addressed are: who employs teachers, how are they trained, and who registers them under what conditions?

Three main types of school are supported by public funds. Firstly, there are grant maintained schools which receive direct funding from the central government. The Department for Education known as the Department for Education and Employment since late 1995, has produced a wide range of literature on these schools for the information of parents, students and school governors. There is even a manual on how to become a grant-maintained school. When a school becomes grant-maintained, the governing body becomes the employer of the teachers and almost all the staff have the right to remain in the school. Secondly, there are county schools that are owned and maintained by local education authorities. Thirdly, there are voluntary schools, such as those operated by the churches, in which the governors are mainly appointed by the voluntary interests.

To teach in any of the above categories of schools that are maintained by the state, a teacher must have QTS which is given by the Department for Education and Employment on behalf of the Secretary of State. As QTS is normally obtained following the satisfactory completion of a course of teacher training, it is relevant to note the kinds of courses that are available. Most teachers are trained in universities or other higher education institutions. For primary teachers, the more common model is the four year undergraduate Bachelor of Education but significant numbers obtain a Postgraduate Certificate in Education (PGCE) following the completion of a first degree. At the secondary level, the reverse is the situation. There are also several alternative routes: part-time and conversion PGCE courses for certain subject specialisations at the secondary level, shortened Bachelor of Education courses at the secondary level, PGCE courses by distance learning through the Open University, School-Centred Initial Teacher Training (SCITT) in which consortia of schools assume the responsibility for the design and delivery of courses to graduates, the overseas trained teacher scheme, and the licensed teacher scheme. Under the licensed teacher scheme, local education authorities may take on suitably qualified candidates who do not have standard qualifications and give them on-the-job training over two years.

It is significant to note that the Government has dropped the concept of probationary service before QTS is conferred on eligible applicants. Apparently so very few failed to gain QTS that is was considered uneconomical and unwarranted. Surprisingly there are now plans to restore a probationary period. In late 1994, the Teacher Training Agency (TTA) was established following the passage of the Education Act 1994. It replaced the Council for the Accreditation of Teacher Education (CATE) which had been established in 1984 and reconstituted in 1990 with wider terms of reference. The newly-established TTA brings together into one body the accreditation of all the providers of initial teacher (ITT) and the funding for them.

Under the former Council for the Accreditation of Teacher Education (CATE) and also under the present TTA all primary and secondary courses are accredited in accordance with the provisions contained in official circulars issued by the Department for Education, namely *Circular 14/93 The Initial Training of Primary Teachers: New Criteria for Courses,* and *Circular 9/92 Initial Teacher Training (Secondary Phase).* These circulars set out the criteria approved by the Secretary of State and are not subject to change without the approval of the Secretary of State.

(ii) ACCREDITATION OF TEACHER EDUCATION PROGRAMS

The accreditation criteria for teacher education programs are quite detailed and, in various sections and sub-sections, present the aims of initial teacher training, and competencies expected of newly qualified teachers, and specific requirements for courses of initial

Courses, and *Circular 9/92 Initial Teacher Training (Secondary Phase).* These circulars set out the criteria approved by the Secretary of State and are not subject to change without the approval of the Secretary of State.

(ii) ACCREDITATION OF TEACHER EDUCATION PROGRAMS

The accreditation criteria for teacher education programs are quite detailed and, in various sections and sub-sections, present the aims of initial teacher training, and competencies expected of newly qualified teachers, and specific requirements for courses of initial teacher education. They also describe other responsibilities of institutions and schools such as staffing and student entry requirements. Requirements for initial teacher training specify that the minimum time to be spent in schools will be 32 weeks in four year undergraduate courses, 24 weeks in three year undergraduate courses and 18 weeks in full-time postgraduate, part-time postgraduate and two year undergraduate courses. Specific competencies to be obtained are presented, and the time to be spent on core subjects is specified. There must be a minimum of 150 hours of "directed time" for the teaching of each of English, Mathematics and Science. Within this time allocation, at least 50 hours are to be devoted to the teaching of reading and at least 50 hours to the teaching of arithmetic.

Of interest to teacher educators in New South Wales, where the former Minister for Education and Youth Affairs, the Honorable Mrs. Virginia Chadwick, laid down achievement requirements in English and Mathematics for graduating teachers who want to gain employment in Departmental schools, will be one of the criteria relating to entry requirements. Since 1984, all newly qualified primary teachers have had to acquire a standard in English and Mathematics equivalent to General Certificate of Secondary Education (GSCE) at Grade C or above. There is an additional requirement for those born after 1 September 1979 who enter primary ITT courses after 1 September 1998; they will be expected to have attained a standard equivalent to GSCE Grade C or above in a Science subject or in combined Science.

TTA has access to two types of reports on institutions or consortia offering teacher education courses. The first source is assessments from the Office for Standards in Education (OFSTED) headed by Her Majesty's Chief Inspector of Schools. Over two years, OFSTED has completed reports on all secondary programs in England and is engaged in a similar two year schedule for primary programs. Inspections are thorough. During the course of about a week, a team reviews material prepared by the institution and meets with a range of people. On a subsequent visit of about a week, the team goes into schools and watches students teach. A program is given a rating on each of a few general criteria: 1 = very good; 2 = good; 3 = satisfactory; or 4 = unsatisfactory. It should be noted that all courses in university faculties and departments in England are subjected to assessments on a five or six year cycle by the Higher Education Funding Council. For teacher education, the Council accepts the reports of OFSTED.

The second type of report available for consideration by the TTA is the report written by the audit team appointed by the Higher Education Quality Council (HECQC). An audit report is based on documentation provided by the institution and a visit by a group of experienced auditors. The HEQC scrutinises an institution's quality assurance mechanisms

to ensure public accountability for the maintenance and improvement of academic quality and standards. It is an independent company funded by subscriptions from universities and colleges of higher education.

In 1995 there were suggestions from several quarters for assessment and audits to be brought together under one system, possibly based on a development of the HEQC.

As assessments are so specifically focussed on teacher education the TTA uses them as the primary means to monitor quality. The Agency has served notice that it intends to consult on criteria and procedures for the withdrawal of accreditation, including an appeals mechanism.

Funding of intitial teacher education is provided by the Department for Education and Employment but is disbursed by the TTA which also has a responsibility for monitoring demand and supply. Whether expansion and contraction in student numbers in the future will relate to how well an institution does when its courses are assessed remains to be seen. Any determination by the TTA about student numbers will affect an institution's income. At present, the TTA has not specified maximum lengths for courses in which students places are funded, so that course length is not a factor in the overall allocation of resources.

The TTA is charged with the responsibility of promoting diversity in all types of teacher education training. Higher education institutions and further education colleges may offer undergraduate and postgraduate courses of initial teacher training as they have traditionally done, but now postgraduate initial teacher training may be provided by school-centred consortia. The licensed teacher route, for example, is still operating.

On 1 March 1995 the TTA wrote to all providers of initial teacher training inviting them to apply for institutional accreditation which will replace current arrangements for course approval. Under new arrangements, a provider will not be able to offer programs leading to qualified teacher status without institutional accreditation. A provider may be an institution in the higher or further education sectors or groups of schools currently providing school-centred initial teacher training. Fundamental to any application for institutional accreditation must be a declaration that all current courses and any new or modified courses comply with the criteria set out in the Department for Education circulars referred to earlier.

Strange as it may seem, there is a General Teaching Council (GTC) (England and Wales) which is supported by over 30 professional organisations and which co-exists with the TTA. The Council has two registered companies: the GTC (England and Wales) to carry the initiative to create a statutory council, and the GTC (England and Wales) Trust to develop and recommend good professional practice. It had prepared a consultative document by 1988 and revised it in 1990 (GTC, England and Wales, 1992). The Trust hopes that parliament will one day establish a statutory GTC for England and Wales, and to this end by July 1992 had prepared a draft bill for consideration by legislators. The Government of the day obviously did not adopt the idea of a GTC when it established the TTA in 1994. At present, the Trust is endeavouring to carry out some of the work which it believes a statutory council should undertake. As a statutory council may never

eventuate, there is little point in examining the proposal in detail in this paper, suffice to note that it contains provisions for advising the Secretary of State about criteria and procedures for accreditation of institutions or courses for the training of teachers. According to Low (1995 p.12), the Labour Party has vowed to abolish the TTA and together with the Liberal Democrats plans to set up a general teaching council if it wins government.

2. SCOTLAND

(I) REGISTRATION OF TEACHERS

Arrangements for teacher registration in Scotland stand in stark contrast to those that apply in England. It is the Scottish model that was often cited in the deliberations that led to the establishment of the Australian Teaching Council. Scotland has a General Teaching Council which is responsible for the registration of teachers. Based on a recommendation of a Committee of Enquiry chaired by Lord Wheatley, it was established as a statutory body in 1965 under an act of parliament. In the 1950s and early 1960s there had been widespread dissatisfaction with standards in Scottish schools and concern about the number of uncertificated teachers in schools. The Council was set up to give teachers a

large measure of self-government and to promote the development of the teaching profession in Scotland.

In order to teach in Scotland at the nursery, primary and secondary levels, a person needs to be registered with the General Teaching Council and pay an annual registration fee which is currently UK£10 (approximately A$21). These fees cover the entire operating costs of the Council which is completely independent of the Scottish Office Education Department. There is a move to extend the requirement for registration to cover further education staff. At present there are about 75,000 names on the register, although there are only about 50,000 actively teaching.

The Council has 49 members in three categories. In the first category there are 30 elected members who are registered teachers, with five coming from colleges of education or universities, three from further education centres, eleven from secondary schools and eleven from primary schools. In the second category there are 15 appointed members, with four coming from the Convention of Scottish Local Authorities, three from the Association of Directors of Education, four from the Universities of Scotland, two from the Governing Bodies of the Central Institutions, one from the Education Committee of the General Assembly of the Church of Scotland, and one from the Scottish Hierarchy of the Roman Catholic Church. In the third category of nominated members, four are nominated by Secretary of State for Scotland. The key thing to note is that teachers form the clear majority on the Council which convenes four times per year for its ordinary business (GTC, 1993).

Under the Teaching Council (Scotland) Act 1965 and its amendment order in 1970, the Council is required to review standards of education, training and fitness to teach of persons entering the teaching profession. Associated with this gate-keeping role, it must

advise the Secretary of State on matters relating to supply. It must also keep itself informed about the education and training of teacher education institutions. As far as qualified teachers are concerned, the Council must maintain a register containing personal particulars and qualifications, and use its disciplinary powers in particular cases to determine whether a teacher's registration should be withdrawn or refused. There is no requirement at present for a teacher to engage in a certain amount of professional development within a time frame in order to maintain registration.

To carry out its statutory obligations, the Council has set up a range of committees which fall into three broad categories. The three statutory committees are Investigating, Disciplinary and Exceptional Admission to the Register. The six standing committees are:

* Accreditation & Review
* Communications
* Education
* Finance & General Purposes
* Probation & Supply

There are also *ad hoc* committees. A Probation Appeals Board, consisting of seven members, is outside the committee structure. This committee structure shows that the Council addresses a wide range of issues. It is important to note that it does not get involved in industrial matters which are the concern of the union, and it is not an employing authority responsible for running schools. It could well be that a necessary condition for the successful operation of a general teaching council is a demarcation between the affairs of a council and those of a union(s) and those of a government department.

The Council has established medical examination standards for those seeking admission to courses in institutions leading to the award of a teaching qualification and admission to the register. In a course lasting more than one academic session, a further medical examination is required at the end of the course. On medical grounds, a person is deemed to be either fit or unfit to teach. It is interesting to note that, on the basis of present medical knowledge about the HIV virus and AIDS, applicants for admission to courses or the register are not asked whether they are HIV antibody positive. If they volunteer the information, they should not on that account be refused training or employment. However, if and when the health of a student teacher or a teacher with AIDS deteriorates to such an extent to call into question his or her efficiency and general fitness to teach, the Medical Officer may review the situation.

Upon application, after completing a course of initial teacher education at an appropriate institution, a graduate may be provisionally registered and embark on a two year probationary period of service, although there is no time limit for completing probationary service. Detailed guidelines for the *Management of Probation* (GTC, 1990) are published and associated support materials are produced. For example, there is a *Welcome to Teaching* for secondary graduates and a folder of *Training Units* for primary graduates. Another folder of material provides guidance for Head teachers on the *Assessment of Probation Teachers.*

The GTC has procedures for handling applications from teachers who were trained in England, Wales and Northern Ireland. In accordance with the European Community Directive on the Mutual Recognition of Professional Qualifications, a person who is recognised as a teacher in a Community country is eligible for recognition in Scotland providing that the course of training that led to the recognition was not less than three years in duration.

As a professional body for teachers, the GTC has contributed to the development of the profession and to education generally. For example, it has policies on multicultural and anti-racist education, parent help in schools, and on gender in education. It conducts professional development conferences, responds to reports, and keeps its members informed about developments in education through its newsletter, *Link*. It is not a union, nor is it an employing authority; it is a professional body whose key role is recognised by act of parliament.

(ii) ACCREDITATION OF TEACHER EDUCATION PROGRAMS

The Council's Policy Statement, *Accreditation and Review of Courses of Initial Teacher Education and Review of Courses of Initial Teacher Education* (December 1994) is a succinct statement which sets out not only the policy but also the procedures to be followed for acccrediting courses. The Council's Act requires it to monitor the quality of teacher education courses and authorises it to appoint groups of people to visit institutions to do so. The Secretary of State is required to consult the Council about the duration, content and nature of courses.

It is important to note that courses are accredited on an individual basis for periods of up to five years without review. During any five year period the Council expects to be informed if there are any major changes to an approved course and given the opportunity to review the changes if need be.

When an institution is considering the introduction of a new course it is expected that it will discuss the matter with both the Scottish Office Education Department and the General Teaching Council, particularly with respect to supply and demand matters. The next stage in the process is to obtain "approval" for the course. This involves the Department which ensures that the proposed course complies with the national guidelines. It also involves the Council which determines its acceptability for leading to the registration of teachers. The next stage in the process is "validation". It involves the university or another degree-granting institution which must be satisfied that the course is academically rigorous for degree-worthiness. The final stage is "accreditation" when the Council decides whether the course is professionally acceptable. On occasions the Council has taken part in joint validation and accreditation exercises but prefers to keep the processes separate and sequential. It expects to be given the same documentation that is presented to the validating body as well as information about any substantial amendments required by the validating body. If accreditation is withheld, an institution has the opportunity to revise and re-submit its proposal. If accreditation is granted, it is either on an unconditional or conditional basis. If conditions are applied, they must be met within a specificied time frame. The Council will often give advice in the form of recommendations which it expects the institution to take into account in its normal review

and development procedures.

The Accreditation & Review Committee of the Council appoints Sub-Committees to conduct the reviews of particular courses. A Sub-Committee usually has seven members, five of whom are Council members and two of whom are external to the Council. The teacher education sector is always represented. External representatives must not be connected in any way to the institution from which the course comes. To expedite the processes, a Sub-Committee has power to make decisions about a course and advise an institution accordingly.

Detailed advice is given about the submission of accreditation documents to the Council at least four weeks before an accreditation visit is scheduled, an agenda for discussion, and meetings with staff and students. Likewise, procedures are set down for the outcomes of the Sub-Committee's report.

Among the several matters with which the Council is concerned when accrediting a course, the following are of particular interest. With regard to student selection for a course the Council is keen to know whether

> *the procedures include consideration of confiential references and face-to-face interviews as well as academic qualifications?* ((GTCS, 1994, p.5).

No student should be admitted to a course of initial teacher education without an interview. With regard to teacher educators, the Council wants to know whether

> *the teaching staff in the institution possess recent, relevant and successful experience of teaching in schools? Does the institution's staff development policy take account of the need for professional replenishment?* (GTCS, 1994, p.6).

3. UNITED STATES OF AMERICA

(i) TEACHER REGISTRATION

Despite the existence of the National Council for the Accreditation of Teacher Education (NCATE) and its *"Approved Curriculum Guidelines"*, the approach to accreditation and registration in the United States varies considerably from state to state. All 50 states and the District of Columbia have established minimum standards for "regular" licensure, however 48/51 have provision for "emergency" licensure (*usually short term and non renewable with opportunity to achieve regular licensure through inservice teacher education*) and 41/51 offer "alternative programs" for licensure (American Association of Colleges of Teacher Education, 1994, pp ii-iii).

The practice of granting emergency certificates, albeit frequently restricted to demonstrated teacher shortage, is condemned by advocates of Goodlad's (1990) postulates (Frazier and Callan, 1994, p.12).

While there is in-principle support for alternative paths leading to teacher credentialling, ideological debate persists with respect to the importance of including both professional knowledge and discipline content knowledge in the context of sound pedagogical training (Otuya, 1992, p.1).

Dr Charles Williams (1995) of the National Education Association (NEA), a major teacher union and professional association chartered by Congress, when interviewed by the authors, indicated that NEA's target is for there to be a licensed qualified teacher for every classroom in the US and that for this to be achieved, NEA believes that all institutions preparing teachers should be accredited through NCATE.

NCATE believes:

* Every child in America has the right to be taught by a qualified teacher.
* Our schools cannot yet deliver on this guarantee.
* The evidence shows that knowledge of subject matter alone is not enough.
* We must dispel a widespread myth that any adult with a college degree can be a teacher tomorrow.
* The sad reality is that those who walk into classrooms with little or no teacher preparation most ofter are assigned to teach at-risk children.

(NCATE, 1995)

There are 2.5 to 3 million teachers in the USA. Darling-Hammond (1995) reports that approximately 200,000 new teachers are hired each year and about 50,000 of them are not fully qualified; and that in 1991 one-third of all new teachers entered the classroom with no license at all.

> *Inner-city schools and areas with high minority student enrolments are most affected, according to the findings; In New York City, 57% of new hires in 1992 were unlicensed, and students in schools with high minority enrollments have only a 50 percent chance of being taught by a licensed mathematics or science teacher.* (Darling-Hammond, 1995, p.1).

In discussion with the authors, the Director of the State Education Assessment Center, Council of Chief State School Officers (CCSSO), Dr Ramsay Selden (1995) has suggested a staged process to teacher licensing and certification comprising, entry to a teacher education program, culminating in an internship (NCATE accredited), leading to a provisional license (CCSSO licensure), then a five year renewable license perhaps leading to advanced certification through the National Board for Professional Teaching Standards (NBPTS).

CCSSO is a nationwide organisation that would be equivalent to a national organisation of Directors-General of School Education in Australia. It has established the Interstate New Teacher Assessment and Support Consortium (INTASC) dedicated to reform in the training and licensing of new teachers (CCSO, 1994, p.23). This consortium has developed model standards for beginning teacher licensing (INTASC, 1992) that is not dissimilar to the *NSW Desirable Attributes of Beginning Teachers* (NSW MACTEQT, 1994).

Copp is leading the *Teach for America Program* to establish a teaching corps of very bright Arts and Science graduates selected from the top 1% of the graduating students, giving them a five week internship and then putting them in schools for two years and arguing after that period that licensing requirements should be waived. We need to be cautious when dealing with the evaluation outcomes of this experiment to ensure that they are not inappropriately extrapolated to infer the potential quality that might be achieved by establishing a similar initial teacher preparation program for all graduates.

(ii) ACCREDITATION OF TEACHER EDUCATION PROGRAMS

In the United States, where there is growing emphasis on the simultaneous renewal of school teachers and teacher educators, the National Council for Accreditation of Teacher Education (NCATE) is becoming increasingly important. The breadth of its constituency indicates the standing it has:

Teacher Education
- American Association of Colleges for Teacher Education (AACTE)

Teachers:
- National Education Association (NEA)
- American Federation of Teachers (AFT)

State and Local Policy Makers:
- Council of Chief State School Officers (CCSSO)
- National School Boards Association (NSBA)

Speciality Area Organisations:
(Numerous professional associations)

NCATE has just published its new list of standards which form the basis of accreditation for about 500 of the 1,279 teacher education units across the nation. These 500 units produce approximately two-thirds of the new teachers in the USA. Participation in NCATE accreditation is voluntary, and many universities do not subject themselves to it. This situation tends to be the case where local State agencies have detailed accreditation requirements and the universities feel that there is no point in going through the process twice. NCATE has recognised this problem and has made provision for its reviews to be combined with State reviews. Some states, Oregon for example, have simply adopted the NCATE standards and made it a requirement for its teacher education units to obtain NCATE accreditation.

The accreditation of an education unit is a long and thorough process which is governed by NCATE's Unit Accreditation Board. After applying for accreditation, an institution prepares a "preconditions" documentation which is examined and a preconditions report is issued indicating whether all preconditions have been met. A Board of Examiners team of five or six members is appointed from a pool of about 500 people who have been specially trained for the task. The pool consists of approximately one-third teacher educators, one-third teachers, one-sixth state and local policy makers, and one-sixth representatives from speciality organisations. An institutional report and associated materials are submitted, the examiners visit the institution and write a report, an institutional rejoinder is submitted, and finally there is a public disclosure of the outcome. Experience has shown that a considerable number of institutions do not gain accreditation on their first attempt. A session at the AACTE conference in 1994 was designed to assist such institutions lift their act and make it. There are detailed handbooks for the key stages in the accreditation process, including:

* *Standards, Procedures, and Policies for the Accreditation of Professional Education Units.*
* *Handbook for Institutional Visits.*
* *Handbook for Continuing Accreditation.*
* *Conditions and Procedures for State/NCATE Partnerships.*

When comparing accreditation processes in the voluntary NCATE system with Australian practices, it is obvious that the focus in the United States is on education units and their courses. Australian universities tend to accredit individual courses or suites of courses, and have separate faculty reviews which evaluate the operation of education units (faculties). Perhaps the most important message from any comparison for Australian teacher education is the point that NCATE represents an attempt by the teacher education profession to be self-regulating.

4. CANADA

In this paper space will not permit a detailed consideration of the British Columbia College of Teachers (BCCT) which was established in 19898 under the Teaching Profession Act (BCCT, 1990; 1995) and is modelled to a large extent on the General Teaching Council for Scotland. As Williams (1992) has pointed out, a gratuitous view of the action of the provincial government is that the College was intended to provide a means for the teaching profession to function like some other professions. A cynical view is that it was an attempt by a conservative government to break the power of the British Columbia Teachers Federation. By making it mandatory for practicing teachers in the province to be members of the College of Teachers there was a possibility that teachers would opt out of the union. They have not done so and both the union and the College have flourished.

Based on experience in British Columbia and in Scotland, it would appear that a general teaching council or a college of teachers needs to be independent from the government department and a union, and appear to be so. This is an important observation for Australian education. It is significant to note that the province of Ontario is planning to follow the lead taken by Scotland and British Columbia.

5. NEW ZEALAND

(i) TEACHER REGISTRATION

The NZ Education Act of 1989 established a Teacher Registration Board as a Crown entity to maintain a register of teachers with powers to both register and deregister teachers, to issue practicing certificates, and to inform boards of trustees (which govern all state, private and secondary schools) of the names of deregistered teachers. The NZ Education Amendment Act of 1990 established the New Zealand Qualifications Authority (NZQA) to establish accreditation standards for school and post-school qualifications including accreditation standards for teacher education.

> *At this stage, it is uncertain what precise outcome of NZQA accreditation requirements will mean for the independence of colleges to design and accredit their own teacher education programs.* (Darling-Hammond and Cobb, 1995, p.166).

It is thus important to note that the link between accreditation of teacher education courses and the registration of teachers is currently being forged in New Zealand - a model and process worth monitoring.

The preparation of teachers is carried out in seven institutions spread throughout New Zealand. The main providers are five independent colleges of education situated in Auckland, Palmerston North, Wellington, Christchurch and Dunedin and a School of Education at the University of Waikato. The seventh institution is a regional polytechnic offering a single program for primary teacher trainees.

All colleges provide programs that lead to a Diploma of Teaching in early childhood, primary or secondary education. All colleges are committed to degree programs as the norm for primary teacher education as soon as possible.

(ii) ACCREDITATION OF TEACHER EDUCATION PROGRAMS

By 1997, it is envisaged that all nationally approved qualifications in New Zealand for both schooling and post-schooling will come under the umbrella of a new National Qualifications Framework including degrees and advanced degrees. The NZQA has responsibility for developing the framework which will regulate transactions between qualifications through a mechanism of eight levels, where level 1 is broadly equivalent to form five studies and level 8 is the standard of an advanced graduate and diploma qualification. The framework will allow students to take courses at different institutions, and with private providers.

The components of qualifications are units of learning based on clearly defined learning outcomes (unit standards). All learning seeking national qualifications will be translated into unit standards, assigned to a level between 1 and 8. The unit standards will contribute to one of three new nationally recognised qualifications:

National Certificate for levels 1 to 4:
National Diploma for levels 5 to 7, including a first degree at university
Higher degrees/diplomas for level 8.

Currently, accreditation of teacher education courses is the responsibility of each college through its academic board and the New Zealand Council for Teacher Education (NZCTE).

Finally, in New Zealand discussions are currently being held on the establishment of a General Teaching Council.

6. IMPLICATIONS FOR AUSTRALIA

(i) TEACHER REGISTRATION

For a number of reasons, it would be ideal if Australia had one system for registered teachers. To start with, it has a relatively small population (less than some states in the USA) and it seems logical to adopt a system that would facilitate teacher mobility across state and territory boundaries. In terms of equity, the same or similar standards should apply across the country.

It is interesting to note that quasi national-registration already exists, for example:

* the recognition of overseas teaching qualifications through the work of the National Office of Overseas Skills Recognition (NOOSR), a national body. Could something similar apply for general teacher registration?

* the role of the Vocational Education and Training Accreditation Board (VETAB) in establishing minimum standards for qualified secondary teachers to be eligible to teach school based vocational education courses in the post-compulsory years.

There may be dangers in having one monolithic structure which could easily ossify or alternatively be subject to undue influence from a particular ideology. In setting up any national structure this danger would need to be addressed.

If all the States and Territories were to support the Australian Teaching Council and make it the body for registering teachers, they would be opting for a model similar to the General Teaching Council for Scotland. Unlike the situation in Scotland, enabling legislation in each of the states and territories would be required. This particular model would help to build up teaching as a profession and make it self-regulatory to a large degree. At this stage it seems unlikely that the states will follow this course of action but instead pursue means for the mutual recognition of qualifications which may lead to minimalist standards similar to USA emergency licensure provisions.

In the short term, the "ideal" national system for teacher registration may not be realised by virtue of the states & territories remaining reluctant to transfer control over recruitment and/or by virtue of some private teacher employers being bound to deregulated free market ideology. Consequently, acceptable alternatives to a national registration need to be kept on the agenda.

If, for example, some type of coordinated state system of teacher registration is to develop, there is still scope to vest in the profession a high degree of autonomy and responsibility for self-regulation. The British Columbia College of Teachers is not unlike the Queensland Board for Teacher Registration. If similar registration boards existed across Australia, there could be an umbrella organisation that coordinated their work. Hopefully, it would set national guidelines for the states to adopt or modify to meet particular state requirements.

Other alternatives could include a national system of accreditation of teacher education courses/faculties/institutions and a state system of teacher registration with the possibility of negotiating with local unions and professional associations for pathways to be developed to ensure supply in times of specialist teacher shortage.

In any consideration of teacher registation, the link with teacher education needs to be addressed as is done in the Queensland Board of Teacher Registration and the Teacher Registration Board of South Australia. In the former all seven deans of the faculties of

education in Queensland work together to link accreditation of their courses with requirements for teacher registration while in the latter the deans of the faculties of education of the three South Australian universities work together. Hall (1995) has advised that close consultation with the Education Minister Lucas continues with these deans. If teacher educators throughout Australia were to guarantee professional standards and accredit courses through a new organisation such as an Australian Council for Accreditation of Teacher Education, teachers and teacher organisations would need to be represented on the Council. In any of the possibilities for teacher registration described above, the teacher employers would also be represented on the Council.

(ii) ACCREDITATION OF TEACHER EDUCATION PROGRAMS

One of the first things to note about accreditation of teacher education in the United States, England, Scotland, New Zealand and Canada is that there is a considerable degree of regulation, either government regulation or self-regulation by the profession. In the countries discussed in this paper there is a widespread belief that accreditation standards are necessary for the development of the teaching profession at all levels from preservice to continuing professional development. Furthermore, the standards demonstrate accountability and quality control to the community. In Australia, universities generally follow rigorous procedures for accrediting courses, including teacher education courses, but there are no national standards which apply. Some states have guidelines and procedures, *eg. Queensland and South Australia.* In order to contribute to the development of the teaching profession in Australia, a strong case can be made for action at the national and state levels for the establishment of accreditation standards. *We should determine the best plan for accreditation or we will have it done to us.*

If it is accepted that accreditation standards should be established, there are some fundamental questions to address. Firstly, should the standards apply at state or national level or both? Secondly, how can the federal and state governments exercise the controls that they believe the voting public would want to see in place, and how can teaching emulate many other professions and be self-regulating to a large extent?

> *The public may be surprised to know that there is no external body for assessing and accrediting the university faculties that train teachers. Strong national accreditation bodies exist for occupations such as medicine, dentistry, engineering and architecture, and universities take their assessments very seriously - but no external accreditation body exists for teaching. Compared with other vocation-oriented faculties in universities, faculties of education face less external examination and critique from their peers in other universities or the wider professional community* (Ingvarson, 1995, p.9).

One way to establish accreditation standards and procedures could be through the Australian Teaching Council where the primary concern is the national registration of teachers. All states would need to agree to accept the standards established by the Council and base their legislation on them. The ATC needs to become functionally relevant at State and Commonwealth level. Clearly, while membership of the ATC has no bearing on whether a teacher is permitted to teach, the ATC still continues to struggle.

Ingvarson (1995) argues that accountability in faculties of education has a vital link to autonomy. Faculties of education need to demonstrate their accountability to education community. This would best be done through a national expert body being set up along the same lines as the Australian Medical Council (AMC). Any suggestion that this would be a threat to academic autonomy should be dismissed for the nonsense it is. Accountability is a necessary condition for being granted autonomy.

When considering teacher education in England for an Australian audience, Whitty (1994, p.17) is doubtful whether a purely professional body such as a General Teaching Council or the Australian Teaching Council is the appropriate type of body in the present context.

If the General Teaching Council concept is going to work on the Australian scene, some type of federated arrangement may have to be established. Alternatively, the Australian Teaching Council could be changed to incorporate a federal structure. State and Commonwealth Governments would need to pass enabling legislation. In any development, it will be essential to ensure that the federated structure is not simply another arm of government, nor is it another means for teacher unions to exercise power. It needs to be a truly professional body independent of government departments, employing agencies and teacher unions.

We believe that teacher educators must, as a matter of urgency, through the Australian Council of Deans of Education, establish something like the National Council for Accreditation of Teacher Education (NCATE) in the United States and assume responsibility for self-regulation to a large extent. This body could be called the Australian Council for the Accreditation of Teacher Education (ACATE). An Australian body could establish national standards with a widely representative board, train and accredit people who can sit on course accreditation committees to attest that the standards have been met, and certify that a particular course has its accreditation. Present arrangements for course accreditation in the states could then be largely maintained. Hopefully, a development along these lines would lead to universities insisting that course committees for teacher education courses met the standards of the national body. Likewise, states might insist that for state registration, a course must have met national standards.

An Australian Council for the Accreditation of Teacher Education could also draw up standards for faculty reviews which most universities undertake. As with the accreditation of courses, the aim would be to work through **existing** structures and procedures. To gain national accreditation for a faculty of education, representatives from the Australian body would need to be members of a faculty review team and certify that the faculty had reached national standards.

A major task for an Australian accreditation body would be to establish the standards. If a federated system of general teaching councils developed in Australia, the Australian Council for the Accreditation of Teacher Education could become a key element in its operation.

An Australian Council for the Accreditation of Teacher Education could merge with the ATC or become an arm of that body.

We would urge that a national body for the accreditation of teacher education be established immediately so that:

* if a faculty/course is accredited, graduates are eligible for registration
* we avoid some of the cumbersome nature of NCATE procedures and build on existing standards and procedures.
* diversity can be maintained and increased and we are not pressured into uniformity of programming.
* we as a profession are seen as responsible and accountable.

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